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Operations Support

**CONTROL AND DOCUMENTATION OF AIR
FORCE PROGRAMS**

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This instruction implements the *programming portion* of AFPD 16-5, *Planning, Programming, and Budgeting System (PPBS)*. It establishes procedures for documenting and controlling Air Force Programming activities and states programming responsibilities of Headquarters US Air Force (HQ USAF), Secretariat, and Programming Agencies (i.e., Major Commands [MAJCOMs], Field Operating Agencies [FOAs], Direct Reporting Units [DRUs], and the Air National Guard [ANG]). Use this instruction along with Department of Defense [DoD] guidance, DoD Instruction 7045.7, *Implementation of the Planning, Programming and Budgeting System (PPBS)*, May 23, 1984, with Change 1, DoD Instruction 5000.2-R, *Acquisition Management Policies and Procedures*, March 15, 1996; Air Force 16-, and 65-series publications, and PPBS Primer to ensure a full understanding of the PPBS. A glossary of terms is at **Attachment 1**. The reports required in this instruction are exempt from licensing under paragraph 2.11.7 of AFI 37-124, *The Information Collections and Reports (ICR) Management Program*.

SUMMARY OF REVISIONS

This document is substantially revised and must be completely reviewed.

This revision incorporates office symbol changes as a result of the Air Staff reorganization; adds two new mission support panels; changes the name of the C4I Panel; formalizes policy for one PEM per program, includes reprogramming guidance for submitting Program Change Requests (PCRs); changes the Sample PCR Approval Message to a Sample PCR Request Message; and expands guidance for requests to create or change Program Elements.

1. DoD PPBS--Program Controls:

1.1. Basic Controls. Air Force flexibility, within PPBS, is primarily limited to changes within and among program elements (PEs). Other controls such as Commander-in-Chief (CINC) priorities, country manpower authorizations, mutual security commitments, Troop Strength ceilings, congressional limitations for the current year, and the Office of the Secretary of Defense (OSD) considerations for the budget years further limit flexibility. The Secretary of Defense (SECDEF) will approve major force structure changes and the associated procurement or research and development increases within the total Air Force manpower or dollar levels. The methods to obtain approval for OSD program changes, when required, vary with the item; however, the principal method of changing the overall program is the Program Objective Memorandum (POM). The POM represents balanced, total Air Force program recommendations within the OSD specified fiscal guidance limitations and directions contained within Defense Planning Guidance (DPG). It is the basis for the Air Force Budget Estimate Submission (BES).

1.2. Air Force Controls. HQ USAF limits the authority of Programming Agency commanders to deviate from Air Force programs--without advance approval of HQ USAF. Programming agencies must promptly request program adjustments if they do not expect to meet program objectives with their available resources or if their allocated resources exceed their needs. Forward requests either through the PPBS or through a Program Change Request (PCR) (see paragraph 5 and DoD Instruction 7045.7). HQ USAF must notify implementing commanders of program changes resulting from OSD decisions, resource limitations, and other program adjustments.

2. Air Force PPBS Process . The goal of this process is to achieve the defense objectives established by the President and the SECDEF in the DPG. The Air Force uses a unique process for implementing the PPBS, the Air Force Corporate Structure. This structure increases management effectiveness by applying judgment and experience to programs, resource limitations, and other program adjustments. The primary groups of the Corporate Structure are the Air Force Council, the Air Force Board, the Air Force Group, the fourteen Mission and Mission Support Panels, and Integrated Process Teams.

2.1. Air Force Council. The Air Force Council (AFC) provides Deputy Chief of Staff (3-star) level, corresponding Secretariat level, and selected Directorate (two-star) level review of resource allocation and other issues. It is the final corporate body and makes recommendations to the Chief of Staff and the Secretary. The AFC is chaired by the Vice Chief of Staff.

2.2. Air Force Board. The Air Force Board (AFB) provides flag-level (2-star and civilian equivalent) review of resource allocation and other issues. The AFB reviews issues submitted by the Air Force Group (AFG). The AFB directs the focus of the AFG in resolving issues and refines AFG developed integrated programs for submission to the Air Force Council (AFC). Topics brought before the AFB should be limited to important matters requiring corporate consideration and resolution. The AFB is chaired by the Director of Programs (HQ USAF/XPP) except for purposes of budget formulation and execution to include the Budget Estimate Submission (BES), Budget Review Cycle, and President's Budget (PB) when it is chaired by the Deputy Assistant Secretary (Budget) (SAF/FMB). AFB membership includes General Officer (one- and two-star)/Senior Executive Service level membership from a wide breadth of functional disciplines. These include:

HQ USAF/DP/HC/HO/ILE/ILS/ILV/JA/RE/SC/SE/SF/SG/ST/SV/TE/XOI/XOO/XOR/XPM/XPX;
SAF/AA/AG/AQ/FM/GC/IA/IG/LL/MI/PA/SB/SN; NGB.

2.3. Air Force Group. The Air Force Group (AFG) provides senior-level (Colonel and civilian equivalent) resolution of resource allocation and other issues prior to AFB review. The AFG develops the overall integrated Air Force program for submission to the AFB. The AFG reviews issues submitted by the Panels and Integrated Process Teams (IPTs, see explanation in para 2.5.) and forwards significant issues to the AFB. The AFG is the first level of the corporate structure that integrates Air Force mission and mission support areas into a balanced AF program. The AFG is chaired by HQ USAF/XPP (Deputy Director). The AFG Chairman presents the integrated program to the AFB for refinement. AFG membership includes Colonel/civilian equivalent level membership from the same functional disciplines as the Air Force Board.

2.4. Mission/Mission Support Panels. The Air Force reviews and screens resource allocation and other issues through the fourteen Mission and Mission Support Panels (Panel Chairs are Colonel or civilian equivalent). The primary purpose of the Panels is to support the corporate resource allocation process within defined Air Force mission and mission support areas. Each of the Panels is, in and of itself, the HQ USAF “center of expertise” for its particular mission or mission support area. The Panel serves as the initial point of entry for IPTs and issues requiring corporate review. They review and develop options for presentation to the AFG. As such, Panels also support a number of HQ USAF practices and processes, to include (but not limited to): Mission/Mission Support Plans, Joint Warfighter Capabilities Assessment/Integrated Priority List integration, and PCRs. Membership is approved by the Panel Chair and reviewed by the AFG and includes representation from all appropriate functional staff elements, the Air Force Reserve, and the Air National Guard. The panel structure and organizational chairmanship are as follows:

MISSION PANEL

Power Projection
Air Superiority
Global Mobility
Information Dominance
Space Superiority

CHAIR

HQ USAF/XPPP
HQ USAF/XPPA
HQ USAF/XPPM
HQ USAF/XPPI
HQ USAF/XPPS

MISSION SUPPORT PANEL

Research, Development, Test and Evaluation (RDT&E)
Logistics
Installation Support
Communications & Information (CI)
Personnel & Training
Outsourcing and Privatization
Battlelab
Special Access Required (SAR)
National Foreign Intelligence Programs (NFIP)

CHAIR

SAF/AQXR
HQ USAF/ILSY
HQ USAF/ILEP
HQ USAF/SCXR
HQ USAF/DPPR
HQ USAF/XPMS
HQ USAF/XORBB
SAF/AQL
HQ USAF/XOIIR

2.5. Integrated Process Teams. Integrated Process Teams (IPTs) comprise the multifunctional working-level infrastructure and information network that supports both the Air Force corporate process as well as the functional staff, the Air Force Reserve and Air National Guard. IPTs serve as the single HQ USAF POCs for major programs or issues. Each IPT will have a designated IPT Chief who will function as the team leader for all Program Element Monitors (PEMs) involved in that IPT. Each Air Force program or issue will be assigned to only one IPT. The Mission and Mission Support Panels recommend to the AFG which programs or issues should be assigned to an IPT. The AFG approves the charter for each IPT and assigns the IPT Chief. IPTs that include both operational and acquisition programs may form working groups or sub-IPTs that specifically address functional issues required by DoD direction, so long as these teams are multifunctional in nature. HQ USAF/XPPE maintains directories for all IPTs (current corporate structure information can be found on the Internet on the AF/XP Home Page at [http:// www.xp.hq.af.mil/](http://www.xp.hq.af.mil/)). The ultimate goals of the IPTs are to: provide a multifunctional cross-staff perspective on all key Air Force programs; enhance responsiveness to program issues; support corporate decision-making through interaction with Mission/Mission Support Panels; and cut across organizational barriers to improve the corporate decision-making process.

2.6. Program Element Monitors. Each Program Element (PE) is assigned a single Program Element Monitor (PEM) as the Air Force focal point for that PE. The PEM may be responsible for more than one PE, but each PE has only one PEM. The PEM is usually assigned from within the Secretariat or Air Staff based on the office of primary responsibility (OPR) for that PE as approved by the AFG. The PEM serves as the primary advocate for their PE(s), addressing issues and coordinating functional concerns across various staffs. PEMs prepare and update various planning, programming, and budgeting documents within the PPBS process. They work closely with the Mission or Mission Support Panel to which the PE is assigned to ensure that the program is supported properly. SAF/AQ and the Air Staff provide specialized skills training for the PEMs. PEMs participate in corporate IPTs as outlined in paragraph 2.5. HQ USAF/XPPE maintains a current directory of the PEs and their PEMs.

3. Responsibilities:

3.1. Headquarters Department of the Air Force:

- Implements OSD program directives and guidance.
- Issues appropriate amendments to program guidance and directives and provides to Programming Agencies.
- Requests impacts and offsets from affected Programming Agencies for HQ USAF directed PCRs.
- Implements the OSD approved program reflected in the Future Years Defense Program (FYDP).
- Reviews requests for program changes initiated within HQ USAF or submitted by the Programming Agencies. Forwards the request to OSD as required by DoD Instruction 7045.7.
- Makes necessary changes within the range of HQ USAF approval authority, funding, and manpower.
- Prepares inputs for DPG, develops and submits the Air Force Program Objective Memorandum (POM), the Air Force BES, and the Air Force PB to OSD; and distributes program documents to the Programming Agencies.

- SAF/AQ will inform SECAF of significant changes in the POM, BES and PB to any program subject to review by the Defense Acquisition Board (DAB) as required by DoD Directive 5134.1, Under Secretary of Defense for Acquisition and Technology, September 30, 1992. SECAF will consult with the Under Secretary of Defense for Acquisition (USD[A&T]) on these programs before submitting them to OSD.

3.2. Programming Agencies:

- Comply with program guidance issued by HQ USAF.
- Provide program guidance and direction to subordinate commanders.
- Submit POM data and briefings according to HQ USAF schedule and direction.
- Submit, as necessary, a cover letter to address specific Air Force-wide requirements, Joint Chiefs of Staff (JCS) commitments, known fiscal constraints, mission area differences, or enhancements which the sponsor desires to emphasize in the POM.
- Coordinate with Component Commanders to translate CINCs' requirements into programmatic terms, to include program elements and required funding.
- Integrate CINCs' requirements into POM submissions to HQ USAF.
- Provide sections in POM submissions highlighting the CINCs' requirements and priorities. Provide funding for each CINC requirement by program element. Include rationale for any shortfalls in funding needed to support CINCs' requirements.
- Submit requests for program changes which have been staffed and coordinated with all other affected programming agencies and which provide offsets for all costs to include budget and execution years and the FYDP.
- Provide impacts and appropriate offsets upon request for all HQ USAF generated PCRs which affect force structure or manpower in their purview.
- Implement the approved Air Force program as directed.

3.3. Component Commanders:

3.3.1. Reporting Responsibilities . The following MAJCOMs, as Component Commanders, are responsible for reporting Air Force programming requirements for:

- Air Combat Command--US Central Command, US Atlantic Command, North American Aerospace Command, US Southern Command, and applicable assets of US Strategic Command.
- Air Force Space Command--US Space Command and applicable assets of US Strategic Command.
- United States Air Forces in Europe--European Command.
- Pacific Air Forces--US Pacific Command.
- Air Mobility Command--US Transportation Command and applicable assets of US Strategic Command.
- Air Force Special Operations Command--the non-MFP-11 portion of the US Special Operations Command.
- Air Force Reserve Command--Air Force Reserve forces.

3.3.2. Component Commanders' Primary Responsibilities:

- Highlight CINCs' requirements and priorities in POM submissions to HQ USAF.
- Coordinate with MAJCOMs to translate requirements into programmatic terms, to include program elements and required funding.
- Coordinate with other Air Force MAJCOMs concerning requirements outside their programming responsibility but within their areas of responsibility as components of Unified Commands.
- Track CINCs' concerns through the POM process.
- Provide direct feedback to CINCs on POM funding status of requirements.
- Involve CINCs in identifying tradeoffs between programs as required.
- Relay changing CINCs' concerns to the Air Staff and other affected Air Force MAJCOMs.
- Notify the CINC of proposed force structure changes over which the CINC exercises Combatant Command authority.

4. Documentation:

4.1. USAF Force and Financial Plan (F&FP). The USAF F&FP is a database that is used to develop and submit the Air Force FYDP to OSD. It contains information on resources such as military and civilian manpower, aircraft authorizations and inventory and procurement quantities, as well as dollars. The F&FP and Program Documents reflect the Air Force Program. The F&FP provides considerable expansion of details over the FYDP for Air Force programs. Modifications to the Air Force Program require prior approval from OSD, and are implemented only with specific direction from HQ USAF, as outlined in Section 5 below. Requests to modify the Air Force Program should relate to the F&FP and its resources data.

4.2. Air Force Program Documents. The Air Force disseminates its Program in various documents called Program Documents. The principal program documents and the supplementary program documents that show a particular resource commodity of the overall program, and their OPRs, are listed at **Attachment 2**. Responsible HQ USAF organizations will publish the principal program documents after the PB submission. Responsible HQ USAF organizations may also publish these documents after a significant amended budget submission or any time OSD directs an additional update. These program documents are categorized by PE (where appropriate), consistent with the USAF F&FP, and are implemented only with specific and separate authority from HQ USAF.

5. Program Change Request (PCR). PCRs are used to request an operational or fiscal change outside the normal PPBS cycle that is mission critical to accomplish in the execution or budget years. Changes to the Air Force Program which begin beyond the execution and budget years will be part of Program Agency initiatives or disconnects during the next POM programming phase.

5.1. General Guidelines for Air Force PCRs:

- Use PCR actions to make small corrections to programs, not major program restructures.
- Final approval authority is SECAF and CSAF.
- Reprogramming is necessary if a PCR directs the transfer of funds between appropriations rather than absorbing the cost within an appropriation. Examples are transferring Air Force

O&M to Air National Guard O&M, or using procurement funds to pay an O&M bill. When this occurs in the current year, HQ USAF, OSD, and congressional approvals are required to support the reprogramming (use of funds in other than original appropriation submitted to and enacted by Congress). The effective implementation date of PCR actions will be delayed until approved by OSD and Congress. Failure to do so may result in an anti-deficiency act violation (DOD 7000.14R, Vol. 4, Administrative Control of Appropriations and Anti-Deficiency Act Violations). When a PCR realigns funds between appropriations for the budget years, prior approval from HQ USAF and OSD is required.

- Gaining and losing MAJCOMs must agree to the exact dollar amount of the request prior to release of the PCR message to HQ USAF. Coordinate between MAJCOM/FMs and MAJCOM/XPs.
- Submit PCRs by message (after coordinating within Programming Agencies) to HQ USAF/XPP, and provide informational copies to SAF/FMB, other Programming Agencies, and HQ USAF Mission/Mission Support Panels as required.
- Coordinate all PCRs with Air Force Materiel Command (AFMC) and identify potential support problems prior to sending them to HQ USAF. AFMC provides impacts, then HQ USAF optimizes the beddown plan.
- All commands possessing similar assets must coordinate on PCRs before sending them to HQ USAF.
- PCRs will not be accepted without appropriate offsets identified for the budget and execution years as well as throughout the FYDP. All costs, to include tails, must be considered.
- Identify the adjustments to total Air Force Officer and Enlisted end strength by fiscal year. Transfers of end strengths between agencies and commands do not result in a change to the Air Force Military Personnel Appropriation unless positions are being added to or deleted from the Air Force manpower file. Coordinate all end strength adjustments with HQ USAF/XPM.

5.1.1. Include in each PCR a detailed explanation of the costs involved for all appropriations/fund sources and Foreign Military Sales (FMS)/Security Assistance impacts. For Procurement Accounts, in addition to the PE, include the Budget Program (BP). Also include outyear costs and BP for PCR actions affecting outyears. Coordinate PCR cost estimates and savings with appropriate MAJCOM or equivalent Financial Management and Comptroller staff prior to submission to USAF/XPP.

5.1.2. Identify in each PCR the source of the cost estimates in each appropriation/fund source. Specify offsets within each appropriation/fund source for the execution and budget year and throughout the FYDP. Offsets generated by FMS or Security Assistance programs must also be identified. Each offset will contain funding information to the program element and cost element detail. For Procurement Accounts, in addition to the PE, include the BP. Each PCR will be a stand-alone action. HQ USAF will reject using offsets from prior or subsequent PCRs. HQ USAF will return PCRs without action that do not contain sufficient offsets.

5.1.3. To identify PCRs, include the initiating organization name (Air Combat Command, National Guard Bureau, etc.), current fiscal year, and a sequential two digit number (e.g., AMC 97-01 is the first PCR AMC submits in Fiscal Year 97). AF/XPPE, as the Office of Primary Responsibility for HQ USAF directed actions, will assign PCR numbers for HQ USAF PCRs.

The prefix will be XPPE, followed by the current fiscal year and sequence number (e.g., XPPE 97-01).

5.1.4. Each PCR will state that the requester has initiated the Environmental Impact Analysis Process (EIAP), as directed by AFI 32-7061, *Environmental Impact Analysis Process*, and identify which Program Agencies have coordinated on the PCR.

5.1.5. Requests for reprogramming/realignment to fund a PCR are not automatically approved. Reprogramming within or between appropriations, within or over dollar thresholds, or involving Congressional special interest line items all require special oversight. HQ USAF, OSD, or Congress can deny the reprogramming/realignment actions. MAJCOMs must weigh the risk associated with identifying sources to offset a program change with the benefit of implementing the PCR outside of the programming or budgeting cycle. There is less risk when the PCR is sourced within the same appropriation.

5.2. PCR Request Message . See **Attachment 3** for sample request message. Programming Agencies will submit PCRs in message format. As a minimum, the message will contain the following elements:

- Address to HQ USAF/XPP/XPPE. Send information copies to all interested MAJCOMs, the other PCR Programming Agencies, and SAF/FMBP, HQ USAF Directorates, the National Guard Bureau, and the Air Force Reserve. HQ AFMC/LGI must be an addressee on all messages that affect force structure and flying hours.
- The Programming Agency PCR number and title.
- Brief summary of proposed changes and why it is mission critical to accomplish them in the budget/execution years versus waiting for the next POM.
- Coordination obtained with other MAJCOMs, CINCs, etc.
- Force structure or manpower displays of current program and a display of proposed changes by quarter of each fiscal year to include outyears.
- Cost summary of the proposed program to include program element, appropriation/fund, cost element detail, and BP (for Procurement Accounts) including outyears. As a minimum, identify Base Operating Support (BOS), Operations and Maintenance (O&M), Support Equipment, Environmental Compliance, Real Property Maintenance (RPM), Military Family Housing (MFH), Communications and Military Construction (MILCON) costs as well as mission PE costs. If no impact, so state.
- Summary of proposed offsets to include program element, appropriation and cost element detail including outyears. Also identify cost savings, over and above proposed offsets, resulting from proposed program. Offsets generated by Foreign Military Sales/Security Assistance Programs must be identified.
- Discussion of the proposed plan, including the pros and cons of such areas as operational effects, combat enhancements, supportability issues, manpower issues, and congressional concerns.
- A statement that EIAP actions have been initiated and a properly completed AF Form 813, Request for Environmental Impact Analysis, is being forwarded under separate cover.
- Last statement should include the action officer's name, office symbol, and telephone number.

5.3. Programming Agency Actions. After SECAF/CSAF has reviewed each PCR, HQ USAF/XPP will notify SAF/FMB and the appropriate Programming Agency of approval or disapproval status and ensure that the appropriate data base and Programming documents are updated during the next available budget exercise.

5.4. PCR Approval or Disapproval Message. Address the message to the submitting MAJCOM with information copies to the Chairman JCS (CJCS), all affected geographic/combatant CINCs, all interested MAJCOMs, the Secretariat and HQ USAF Directorates, the National Guard Bureau, and the Air Force Reserve (if required). HQ AFMC/LGI must be an addressee on all messages that affect force structure and flying hours so they can ensure the changes are incorporated into the buy, repair, and distribution decisions. Approval messages will contain the following:

- Current Program. Force structure or manpower displays of current program by quarter of each fiscal year to include out years.
- Approved Program. Force structure or manpower displays of the approved program by quarter of each year to include out years.
- Costs of Approved Program. Cost summary of the approved program to include PE, appropriation, cost element detail, and BP (for Procurement Accounts) including out years. As a minimum, identify BOS O&M, RPM, MFH, Procurement, Communication, and MILCON costs as well as mission PE costs.
- Approved Offsets. Include program element, appropriation, cost element detail, and BP (for Procurement Accounts) including out years.
- The following environmental impact statement: “Approval to issue a unit move directive or to otherwise implement actions approved by this PCR is contingent upon completion of the environmental impact analysis process (including an approved AF Form 813, Request for Environmental Impact Analysis), and compliance with the Clean Air Act conformity requirements.”
- Changes to mobility and war authorizations, if approved. If not applicable, so state.
- Host nation notification. PCR approval message will specifically include direction for the affected MAJCOM, as the theater air component commander, to notify the CINC of the approved PCR so the CINC may begin any necessary assessment and host nation notification procedures.
- Any other approval comments.
- The following statement: “Please provide a copy of this PCR to your servicing DFAS-DAO.”
- Action officer’s name, office symbol, and telephone number.

5.5. Headquarters Department of the Air Force Actions:

5.5.1. HQ USAF/XP will:

- Assign an Action Officer (AO) to staff and process each PCR.
- Maintain a master log of all generated PCRs with current status.
- Prepare and send a message to appropriate Programming Agencies requesting impacts and offsets for HQ USAF generated PCRs.
- Verify manpower impacts, issues, and costs.

- Coordinate with affected HQ USAF directorates to ensure the program requested in the PCR is executable, correctly costed, and contains appropriate offsets.
- Coordinate the PCR for possible base impacts, public announcement, and congressional notification procedures
- Coordinate and verify, through the Office of The Civil Engineer, Environmental Division (HQ USAF/ILEV) (and NGB/CEV or HQ USAF/REXR when appropriate) that required EIAP actions are complete.
- Complete any required follow-up actions noted in the PCR approval or disapproval message (see paragraph 5.4.).
- Ensure initiation of proper public announcement and congressional notification procedures, to include security review clearance in accordance with AFI 35-205, Air Force Security and Policy Review Program.
- Maintain Change Control Number (CCN) integrity of model and non-model resources.
- Enter approved PCR action into the Options database and pass as Programming Guidance to SAF/FMB.
- Ensure approved PCRs are included in the next update of programming documents.

5.5.2. SAF/AQ will:

- Ensure details relating to system acquisition and weapon system supportability are correct.

5.5.3. HQ USAF/IL will:

- Ensure that execution and budget year procurement of logistic support items are adjusted to reflect all approved PCRs.
- Coordinate (with NGB/CEV or HQ USAF/REXR when appropriate) MILCON, family housing and real property maintenance requirements, EIAP, and all issues relating to facilities support.

5.5.4. HQ USAF/SE will:

- Ensure that proposed mission/force structure changes properly consider all safety-related factors including, but not limited to, explosives and munitions storage and handling requirements.

5.5.5. HQ USAF/XO will:

- Ensure PCRs correctly identify operational readiness and training issues.
- Ensure PCRs correctly identify factors relating to war readiness, including changes to the War Reserve Materiel munitions, Readiness Spares Packages (RSPs), regional issues, etc.

5.5.6. SAF/FM will:

- Ensure all appropriation managers review PCR.
- Ensure a correctly priced PCR including, but not limited to, manpower and flying hours actions.
- Ensure the proposed offsets are appropriately costed, to include Foreign Military Sales/ Security Assistance impacts.
- Review PCR for financial limitations imposed by OSD, OMB, or the Congress.

- Help identify funding issues that may arise before the Operating Budget Review Committee (OBRC) and the Investment Budget Review Committee (IBRC).
- Ensure inclusion of command transfers during the budget year and out years (to include BOS tails) for model and non-model costs which result from PCRs processed under this instruction.
- Ensure sufficient funding is available to carry out proposed personnel actions (permanent change of station, separation incentives, etc.).
- SAF/FMB will task MAJCOM/FMA to provide D-22 exhibits for non-model command transfers.
- SAF/FML (in conjunction with SAF/LL) will coordinate on all PCRs and accomplish appropriate congressional notification.

5.5.7. SAF/LL will:

- Coordinate (in conjunction with SAF/FML) on all PCRs and accomplish appropriate congressional notification.

5.5.8. HQ USAF/DP will:

- Verify military and civilian personnel impacts, issues, and cost/savings with SAF/FMBOP.
- Assess impacts of proposed actions in training and availability of trained personnel resources.
- In conjunction with SAF/FM, ensure sufficient funding is available and programmed to carry out proposed personnel actions (permanent change of station, separation incentives, etc.).
- Recommend most cost effective forms of unit moves.

5.5.9. National Guard Bureau will:

- Coordinate all issues and requirements listed in paragraphs 5.5.2. through 5.5.8. within Air National Guard channels, verifying impacts, issues and costs for Air National Guard PCRs.

5.5.10. HQ USAF/RE will:

- Coordinate all issues and requirements listed in paragraphs 5.5.2 through 5.5.8 within the Air Force Reserve, verifying impacts, issues and costs for Air Force Reserve PCRs.

5.5.11. SAF/GC will:

- Coordinate on all PCRs and accomplish appropriate legal reviews.

6. DoD and USAF Program Documents:

6.1. Program Elements. PEs are primary data elements in the FYDP. They are organized into 11 major force programs (MFP), 6 combat force oriented programs, and 5 support programs. SECAF assigns PEs to IPTs and Panels according to their force structure or support function. Since some PEs may affect more than one Panel, cross-Panel coordination is an absolute requirement. The functional DCS, or the Secretariat equivalent functional manager, will coordinate assignment changes to existing PEs for approval by the SECAF.

6.1.1. Creating or Changing Program Elements. For creation of, or changes to program elements, send requests, by letter or message, to HQ USAF/XPPE. Include the following information:

- State whether the request is to create a new PE, or to change an existing PE.
- State the title of the PE.
- Justification for why this PE is needed, or why it should be modified. Include a recommendation for which panel to assign this PE to.
- PE description.
- The action officer's name, office symbol, and telephone number.

HQ USAF/XPPE coordinates the request with the Air Staff and Secretariat, and then submits the request to the Office of the Under Secretary of Defense, Program Analysis and Evaluation, for approval.

6.2. DoD Distribution Controls. Do not disclose PPBS documents and supporting data bases outside the DoD or other governmental agencies not directly involved in the defense planning and resource allocation process (e.g., OMB). The OSD office responsible for the PPBS phase to which the document or data base pertains will consider requests for exceptions on a case-by-case basis. These OSD responsible offices are the Under Secretary of Defense (Policy) for the Planning phase, the Under Secretary of Defense (Comptroller)(Director, Program Analysis and Evaluation) for the Programming phase, and the Under Secretary of Defense (Comptroller)(Program/Budget) for the Budgeting phase [see DoD Instruction 7045.7]. The responsible OSD office coordinates and approves requests with the General Counsel.

6.3. Air Force Distribution Controls. The Air Force, by request, distributes to OSD and headquarters elements of the Departments of the Army and the Navy. Sub-elements of those departments that require information on Air Force programs should get it from their respective departmental headquarters. The Air Force distributes program documents internally on a strict "need-to-know" basis (see DoD 5200.1-R, *Information Security Program Regulation*, June 1986, with Change 1 and 2, and AFPD 31-4, *Information Security*.)

6.4. Requests for Distribution. HQ USAF distributes program documents to directorates at the Programming Agencies. With specific, fully justified requests from the Programming Agencies, HQ USAF may distribute documents directly to the subordinate commands immediately below MAJCOM level.

6.4.1. HQ USAF/XP controls the distribution for the principal program documents; the OPRs control supplementary documents (see **Attachment 2**).

6.4.2. Send all requests for program documents through the Programming Agencies to the HQ USAF OPR. Do not use normal publications channels. Requests for new or increased distribution must:

- Be signed at the command's directorate level.
- Identify the using agency.
- Justify the reason for the request.
- Identify the total number now being received in the command's headquarters.

- Identify the Programming Agency's focal point responsible for program document control.

6.4.3. In determining total requirements, Programming Agencies should:

- Use focal points or classified libraries that can make copies available to several offices in order to minimize the number of copies needed.
- Using DoD 5200.1-R and AFI 31-401, Information Security Program Management, reproduce parts of documents when an individual office or subordinate command does not need the whole document.

6.5. Limitations on Distribution to Contractors. Limit access to industrial firms under contract to the Air Force on a strict "need-to-know" basis as provided in DoD 5200.1-R/AFI 31-401 and DoD 5220.22-R, *Industrial Security Regulation*, December 1985 and AFI 31-601, *Industrial Security Program Management*. Do not release entire documents. The USD(C) will consider requests on a case-by-case basis. The commander responsible for procuring material, supplies, or services from a contractor or bidder may release or disclose only the classified information required to perform the specific contract or to prepare a specific bid or quotation.

7. Process Timing--Calendar Year Schedule. Refer to Air Force POM Preparation Instruction (PPI) and DoD Instruction 7045.7 for calendar of events.

LAWRENCE P. FARRELL, JR., Lt Gen, USAF
DCS, Plans and Programs

Attachment 1

GLOSSARY OF TERMS

Terms

Air Force Corporate Structure—Embodies the corporate review process for HQ USAF. The primary groups of the Corporate Structure are the Air Force Council, the Air Force Board, the Air Force Group, the fourteen Mission and Mission Support Panels, and Integrated Process Teams. This structure increases management effectiveness and improves cross-functional decision-making by providing a forum in which senior Air Force leadership can apply their collective judgment and experience to major programs, objectives, and issues. This process balances programs among mission areas, between force structure and support, and between readiness and modernization. Only military or Department of Defense civilian personnel assigned to the Air Staff or Office of the Secretary of the Air Force may serve as members of the corporate structure.

AFC (Air Force Council)—Advises and makes recommendations to the Chief of Staff and Secretary on major matters, including the responsiveness of Air Force plans and programs to national, Office of the Secretary of Defense, Joint Chiefs of Staff, and Air Force objectives. The Vice Chief of Staff chairs the AFC. Membership is at the Deputy Chief of Staff (three-star) level, corresponding Secretariat level, and selected Directorate (two-star) level. The Special Access Required (SAR) Programs Oversight Committee (SPOC) is a subset of the AFC and reviews programmatic issues for SAR programs.

AFB (Air Force Board)—Advises and provides recommendations to the Air Force Council (AFC) on major programming and other staffing issues. In addition, the AFB conducts corporate reviews of the resource allocation process, enhances the corporate decision process, and works to shape and refine proposals prior to presentation to the AFC. The AFB has decision authority for issues submitted by the Air Force Group (AFG). The Director of Programs chairs the AFB, except for purposes of budget formulation and execution to include the Budget Estimate Submission (BES), Budget Review Cycle, and President's Budget (PB), when it is chaired by the Deputy Assistant Secretary (Budget) (SAF/FMB). Membership is at the General officer/Senior Executive Service level (para 2.2).

AFG (Air Force Group)—Advises and provides recommendations to the Air Force Board (AFB) on major programming and other staffing issues. Conducts corporate reviews of the resource allocation process, enhances the corporate decision process, and works to shape and refine proposals prior to presentation to the AFB and the Air Force Council (AFC). The Deputy Director of Programs chairs the AFG. Membership is at the Colonel/civilian equivalent level (para 2.3).

Air Force Mission/Mission Support Panel—Advises and provides recommendations to the Air Force Group (AFG) on major programming and other issues. Conducts corporate reviews of the resource allocation process, enhances the corporate decision process, and works to shape and refine proposals prior to the AFG. Serves as initial point of entry for Integrated Process Teams (IPTs) and issues requiring corporate review. Chairs are designated by appropriate Deputy Chief of Staff/Assistant Secretary (para 2.4).

Budget Year(s)—The year(s) following the current fiscal year, and for which the budget estimate submission (BES) is prepared. For example, if the current fiscal year is FY 1997, the budget year(s) would be FY 1998-99.

Disconnect—An approved program which has become unexecutable because of a shortfall of resources

to satisfy the content validated by Headquarters Air Force. Specific Air Force or Office of the Secretary of Defense program budget decisions (PBDs) that change the program content or pace in the Planning, Programming, and Budgeting System cycle are not candidates for disconnects in the following year's cycle.

D-22—Office of the Assistant Secretary of the Air Force, Financial Management and Comptroller, Directorate of Budget Operations (SAF/FMBO) Financial Plan exhibit used as a vehicle to transfer Air Force Operations and Maintenance funds between commands to include approved Program Change Request actions for the budget year but not included in the President's Budget submission.

EIAP (Environmental Impact Analysis Process)—The Air Force program that implements the requirements of the National Environmental Policy Act of 1969 (NEPA), and the requirements for analysis of environmental effects abroad under Executive Order 12114. Specific procedures are in AFI 32-7061, *The Environmental Impact Analysis Process*

Execution Year—The current fiscal year.

Fiscal Year (FY)—The 12-month period which begins 1 October of one year and ends 30 September of the next.

FYDP—Future Years Defense Program. The official OSD document and data base which summarizes Secretary of Defense approved plans and programs for the Department of Defense.

Initiative—A proposal for resources to initiate a new program (new start).

Integrated Process Teams (IPTs)—The multifunctional working-level infrastructure for the Air Force corporate structure. There will be only one IPT per Air Force major program or issue. IPTs that include both operational and acquisition programs may form working groups or sub-IPTs that specifically address functional issues required by DoD direction, so long as these teams are multifunctional in nature. IPTs enter the corporate structure through the applicable Panel for issues requiring corporate review or decision.

Offsets—Resources that are offered to "pay" for a Program Change Request action, disconnect, or initiative.

Out Years—The years of the Air Force Program not included in the execution or budget years.

Program Change Request (PCR)—Document used to request an out-of-cycle change to the FYDP program structure (during the execution and budget years). Can be initiated by Headquarters USAF, the MAJCOMs, or other programming agencies. Changes to the Air Force Program which begin beyond the execution and budget years should be part of Program Agency initiatives or disconnects during the next programming phase.

Prior Year (PY)—The fiscal year immediately preceding the current year (last completed fiscal year). Also referred to as Past Year.

USAF F&FP (USAF Force and Financial Plan)—The data base that describes the Future Years Defense Plan. The Air Force portion of the DoD FYDP, consisting of a series of classified volumes, which shows (by program element code), a projection of the forces, manpower, and dollar resources approved for the Air Force.

Attachment 2

PROGRAM DOCUMENTS AND SUPPLEMENTARY PROGRAM DOCUMENTS LISTING

PROGRAM DOCUMENTS

Title	Short Title	HQ OPR	USAF
Aerospace Vehicles and Flying Hours (Annual)	PA		
• Vol I, <i>Aircraft and Flying Hours by Mission Design Series</i>		XPPE	
• Vol II, <i>Aircraft and Flying Hours by Command</i>		XPPE	
• Vol III, <i>Strategic Missiles, Cruise Missiles and Remotely Piloted Vehicles</i>		XPPE	
• Vol IV, <i>Space Systems</i>		XPPS	
Installations, Units, and Priorities (Annual)	PD	ILXB	
• Section III, Priorities (Annual)		XPPE	

SUPPLEMENTARY PROGRAM DOCUMENTS

Title	Short Title	HQ OPR	USAF
Flying Training Program	FTP	XOO	
Manpower and Organization	PM	XPM	
• Vol I, <i>Regular Forces</i>			
• Vol II, <i>Reserve Forces</i>			
Operational Test and Evaluation Program	PO	TE	
Tactical Air Missile Program	PT	XORFS	
Technical Training Program	PTT	DPP	

Attachment 3

SAMPLE PCR REQUEST MESSAGE

PRIORITY/ROUTINEZYUW RUEAHQA5991 3251700
P R 201652Z NOV 96
FM HQ ACC LANGLEY AFB VA//XP//
TO RUEAHQA/HQ USAF WASHINGTON DC//XPP/XPPE//
RUEAHQA/OSAF WASHINGTON DC//AQ/FMB/FMC/FMBP//
RUEAHQA/HQ USAF WASHINGTON DC//RE/XO/XPPA//
RHWRMPC/HQ AFPC RANDOLPH AFB TX//DPM/DPMR/DPMY//
RUCVNAF/8AF BARKSDALE AFB LA//CV/DO/LG//
RUVKAUS/10AF BERGSTROM AFB TX//CV/DO/LG//
RHWRATC/HQ AETC RANDOLPH AFB TX//XO//
RUVAFC/HQ AFMC WRIGHT PATTERSON AFB OH//LG/XP/XR/LGI//
RHCUAAA/HQ AMC SCOTT AFB IL//XP/DO/LG//
RUCLBBA/9AF SHAW AFB SC//CV/DO/LG//
RUVMDBC/12AF DAVIS MONTHAN AFB AZ//CV/DO/LG/LA//
RUCBACM/USCINCOM NAS NORFOLK VA//J3/J4/J5//
RUVMAAA/SM-ALC MCCLELLAN AFB CA//LAC/LAFY/LAS/TIED//
RUVMDBC/355WG DAVIS MONTHAN AFB AZ//CC//
RUCLFNA/347WG MOODY AFB GA//CC//
RUCLBBA/20WG SHAW AFB SC//CC//
RUEBBMA/23WG POPE AFB NC//CC//
RUVHBMA/57FW NELLIS AFB NV//CC//
RUWTBWA/27FW CANNON AFB NM//CC//
RUEAUSA/HQ NGB WASHINGTON DC//CF/XO//
RHDJAAA/ANGRC ANDREWS AFB MD//DO/LG//
RUHVPAC/HQ PACAF HICKAM AFB HI//XP/PA/LG/FM//
RHFQAAA/HQ USAFE RAMSTEIN AB GE//XP/PA/LG/FM//
RUVHILL/OO-ALC HILL AFB UT//LA/LAA/LAC/LAI/LIW/MMA//
RUVHILL/DIR MAT MGMT HILL AFB UT//MMA/MMS//
RUVAFC/ASC WRIGHT PATTERSON AFB OH//TAF/TAL/TAE/XPF/YPD/YPL//
RUVRDAB/WR-ALC ROBINS AFB GA//LY-1//

[CLASSIFICATION]

SUBJECT: ACC PCR 97-01: A/OA-10 AND F-16 FORCE STRUCTURE ADJUSTMENTS

1. ACC SUBMITS PCR 97-01 FOR INSERTION INTO THE AIR FORCE PROGRAM:
 - A. MOVES 1 SQN F-16/50 FROM CANNON AFB TO SHAW AFB.
 - B. MOVES 1 SQN A/OA-10 FROM SHAW AFB TO POPE AFB.
 - C. MOVES 1 SQN F-16/40 FROM POPE AFB TO CANNON AFB.
 - D. DELETES THE 97/2 6 PAA ROBUST OF HILL AFB F-16/40 AND RETAINS THE F-16/40 IN ATTRITION RESERVE. IN 97/4 THEY WILL BE MOVED TO CANNON AFB.
 - E. DELAYS THE CONVERSION OF 6 WHITEMAN AFB A-10S TO OA-10S FOR TWO QUARTERS TO MAINTAIN 20 FWE.
2. THIS ACTION IS MISSION CRITICAL TO ACCOMPLISH NOW TO STREAMLINE MAINTENANCE SUPPORT BY CONSOLIDATING BLOCK 40 AND BLOCK 50 F-16 AIRCRAFT.
3. THIS ACTION HAS BEEN COORDINATED WITH AIR FORCE RESERVE COMMAND.

4. CURRENT AND PROPOSED FORCE STRUCTURE CHANGES FOLLOW:

A. * * * * * CURRENT PROGRAM (98 BES) * * * * *

BASE	ACFT	PURP	97/1	97/2	97/3	97/4	98/1→
HILL	F-16/40	CC	18	24-----	-----	-----	-----→
CAN- NON	F-111	CC	54	36	18	0	
	F-16/50	CC				18-----	-----→
SHAW	A/ OA-10	CC	21-----	-----	18-----	-----	-----→
	F-16/50	CC	54-----	-----	60-----	-----	-----→
POPE	F-16/40	CC	18-----	-----	-----	-----	-----→
WHIT EMAN	A-10	CC	12-----	6-----	-----	0	
	OA-10	CC	6-----	12-----	-----	18-----	15---→

B.

***** PROPOSED PROGRAM (BES) *****

BASE	ACFT	PURP	97/1	97/2	97/3	97/4	98/1-->
HILL	F-16/40	CC	18	-----	-----	-----	----->
CANNON	F-111	CC	54----	36----	18----	0	
	F-16/40	CC				24-----	----->
	F-16/50	CC				0-----	----->
SHAW	F-16/50	CC	54----	-----	60-----	78-----	----->
	A/OA-10	CC	18----	-----	-----	0-----	----->
POPE	A/OA-10	CC	-----	-----	-----	18-----	----->
	F-16/40	CC	18----	-----	-----	0-----	----->
WHITEMAN	A-10	CC	12----	-----	-----	0	
	OA-10	CC	6-----	-----	-----	18-----	15--->

5. MANPOWER IMPACTS: (FY98-03)

BASE/UNIT	OFFICER	ENLISTED	CIVILIAN	DELTA
HILL	-8	-74	0	-82
CANNON	+8	+96	0	+104
SHAW	-2	+66	0	+64
POPE	+2	-88	0	-86
TOTAL DELTA	0	0	0	0

6. FLYING HOUR CHANGES:

ACFT	PE	MAJCOM	FY97	FY98----->
A-10	27131	ACC	NC	NC----->
OA-10	27418	ACC	NC	NC----->
F-16	27133	ACC	- 720	NC----->
A-10	52713	AFRES	+1440	
OA-10	52718	AFRES	-1440	

7. FUNDING CHANGES (DOLLAR VALUES IN THOUSANDS):

CMD	ACFT	PE	APPN	CAT	FY97
ACC	F-16	27133	3400	MODLF	- 1562
	27578	3400	52900	+ 700	
AFR	A-10	52713	3740	MODLF	+1600
AFR	OA-10	52718	3740	MODLF	- 1600

SAVINGS AS A RESULT OF THIS PCR TOTALS \$862K. ACC PROPOSES TO APPLY THESE SAVINGS TO OUR HIGHEST UNFUNDED REQUIREMENTS. THERE ARE NO OFFSETS GENERATED BY FOREIGN MILITARY SALES OR SECURITY ASSISTANCE PROGRAMS. THERE IS NO CHANGE TO FY98 AND OUT FUNDING.

8. FACILITY REQUIREMENTS:

A. MILCON: POPE AFB MILCON REQUIREMENTS FOR A F-16/40 LANTIRN MX FACILITY ESTIMATED AT \$1.5M ARE DELETED. NO MILCON REQUIREMENTS FOR CANNON AFB ARE EXPECTED.

B. O&M: CANNON AFB O&M REQUIREMENTS TO RENOVATE THE EXISTING F-111 PAVE TACK MX FACILITY INTO A F-16/40 LANTIRN FACILITY ARE ESTIMATED AT \$0.7M.

9. THE APPROPRIATE ENVIRONMENTAL IMPACT ANALYSES PROCESS (EIAP) ACTIONS HAVE BEEN INITIATED, TO INCLUDE ALL NATIONAL ENVIRONMENTAL POLICY ACT REQUIREMENTS AND A CLEAN AIR CONFORMITY ANALYSIS/DETERMINATION. A PROPERLY COMPLETED AF FORM 813, REQUEST FOR ENVIRONMENTAL IMPACT ANALYSIS, IS BEING FORWARDED UNDER SEPARATE COVER.

10. CHANGES TO MOBILITY AND WAR AUTHORIZATIONS ARE NOT APPLICABLE.

11. HQ ACC POC IS LT COL MILLER. DSN 574-2276 (VOICE AND CLASSIFIED FAX), OR DSN 574-1677 (UNCLASSIFIED FAX).

12. THE FORCE STRUCTURE PORTION OF THIS PCR IS DECLASSIFIED UPON CONGRESSIONAL NOTIFICATION. OUTYEAR FUNDING STREAMS ARE DECLASSIFIED ON AUGUST 1, 2007.

BT